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DD/S 61-3108

14 September 1961

MEMORANDUM FOR: Deputy Director (Support)

SUBJECT : Junior Officer Trainee Program

1. Pursuant to your instructions, I have made a review of the JOTP - with particular attention given to the causes which resulted in the current class being about 50 per cent below the authorized goal.

2. Much has been written about the JOTP - background studies, statistical reports, IG surveys, etc. Since information contained in these reports and studies is a matter of record and familiar to those Agency officials primarily concerned with the Program, no effort is made in this paper to comment on the various points and recommendations that have been made in the past.

3. During Fiscal Year 1961 there were about 600 applicant files submitted to the JOT Staff. From these 600 applicant files, 125 were placed in process with 80 finally entered on duty. The January class had 51, 19 below the goal of 70 students. The current class has 36, which is 34 below the goal, and present indications are that next January's class will fall 25 or 30 short of the goal.

4. There are several reasons advanced as to why we failed to realize our goal of 140 JOT's for Fiscal Year 1961 - unfavorable publicity about the Agency, late receipt of applicant files, time required for processing, lack of promotional opportunities, and more strict security and medical standards.

Although these reasons may be valid, there is no way to actually prove or disprove whether they were the real causes of our failure to meet the desired goal. Assuming that these reasons are valid, it must be recognized that they are equally applicable to our overall recruitment effort for professional employees. The amount of time it takes to clear personnel unquestionably results in losses, but this is a problem peculiar to CIA and one that we simply must accept and make the best of it.

The matter of recruitment may also be a problem that needs further study. Out of the 600 applications submitted by the Office of Personnel, about 40 per cent were rejected on the basis of preliminary screening by the JOT Staff. If this is susceptible to an

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arithmetical solution, then the problem can be solved by merely increasing the number of applicants from 600 to about 1000. It is not believed, however, that this is the sole answer to the problem.

5. Over and above all the reasons that have been advanced as causes of the present situation, there are two problems of overriding significance, both of which will surely become more acute as time goes on.

a. The first is one of scope. Although everyone speaks highly of the JOT's received, the common complaints are (1) the Program does not provide sufficient numbers to meet their requirements, and (2) a wider variety of talent is needed. To overcome the shortage problem, certain DD/I components have initiated their own recruitment program, notably OSI and ORR. Of more concern, however, is the fact that the Clandestine Services has a proposal to initiate its own recruitment program because the JOT mechanism has been unable to supply their needs. Final action on this proposal is being held up pending the outcome of the review. On the DD/S side of the house, junior professionals are usually obtained through joint efforts of the Office or Staff concerned and the Office of Personnel. Regarding the variety of JOT's, I found rather strong feelings in several components that too much emphasis was being placed upon academic qualifications and that the JOT's were all of the same ilk. One DD/P official referred to them as "look alikes." Although I found no evidence to substantiate this as being the case, the fact that people feel this way about the Program is not a good sign. There is also the feeling that we are concentrating too much upon selected schools as well as geographical areas and that we should strive to recruit junior professionals who are geographically representative, reflect the wide variety of American life, and are diversified in the skills required in the Agency's operations.

b. The second and perhaps far more significant problem which plagues the JOTP is one of jurisdictional conflicts. I refer to the personnel management role played by the Office of Training in administering the Program. However objective we may be, the JOTP cannot succeed in the long run unless and until each organizational component is assigned its rightful responsibilities. With responsibilities divided as they now are between the Office of Personnel and the Office of Training, it is impossible to identify or pinpoint the real cause behind any problem that arises. For example, the recruiters are confident that they are obtaining their share of above-average applicants and find it difficult to

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understand why so many of them are rejected. Likewise, the JOT Staff is equally confident that their selection techniques are sound and that any change would bring about a lowering of standards why they are reluctant to do.

6. The Director of Training recognizes both of these problems and is most eager to contribute whatever he can to correct them. Historically, the Director of Training was given the job of developing a JOT Program and certainly deserves the gratitude of the Agency for the progress that has been made. He should not, however, be expected to continue to bear the brunt of this Program to the degree that he now does. First of all he does not have enough help to carry the full load. Furthermore, this undertaking has taken entirely too much of his time and effort and has involved him in the personnel business to an extent that it could, if it already hasn't, deny him much needed time to devote to his own primary responsibility. i.e., training.

7. In light of the foregoing facts and particularly in view of the two overriding problems described in paragraph 5, I recommend the following:

a. Expand the JOT Program to encompass all junior professionals entering the Agency, with the understanding that the training given a junior professional will vary, depending upon his contemplated assignment.

b. Assign to the Office of Personnel full responsibility for the personnel management aspects of the Program. To ensure that this would not bring about a bog-down and would not otherwise endanger the Program, the entire JOT Staff should be transferred to the Office of Personnel. If more recruiters are needed to satisfy Agency needs, approval should be given to add more.

c. Implement the IG's recommendation that senior Agency officers visit their Universities to help out in the recruiting program.

d. Expand the selection machinery to include DD/P, DD/I, and DD/S participation. To the extent possible, such participation should provide for making a tentative decision on the placement of each proposed candidate before he is put in process. To accomplish this, however, will require a clearer definition of the qualifications desired in junior officer candidates by the various directorates.

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e. Revise the present policy of keeping JOT's on OTR's rolls for a period of up to two years and limit the period in OTR to the amount of time required to complete the prescribed formal training. Once his formal training is completed, the JOT should be given his (predetermined) assignment and from there on out be managed by his Career Service as are other employees.

/s/

Executive Assistant to the  
Deputy Director (Support)

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NOTE: There is another problem which bears on this Program but does not belong, I believe, in the above discussion. This is the rate of promotion of JOT's. The Director of Training and the Chief of the JOTP both feel that the lack of promotion opportunities presents a serious problem and that unless something is done to improve the situation, we not only will lose many of the JOT's we now have, but that the word will soon get around among students at colleges and universities to stay away from CIA. If this is a problem for the JOT's then it is a problem for all other junior professionals in the Agency and should be treated as an overall problem. Any attempt to devise a formula or system to assure JOT's of promotions at periodic intervals would certainly create a bigger problem than it is now if equal treatment were not given to other promising young officers. This is another reason why it seems to me wise to expand the JOTP to encompass all junior professionals who enter the Agency.

I have made no attempt to deal with this promotion problem, but I recommend that it be brought before the Career Council at an early date. The Office of Personnel has prepared a study which indicates that promoting of GS-09's and 10's is pretty much at a standstill, and the Director of Training has submitted a paper to you on this subject. Both of these are attached.

cc: D/Pers

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